

Message Text

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SUBJECT: SECOND NATIONAL DEVELOPMENT PLAN, 1975-1979

REF: BRASILIA 6957

1. SUMMARY - PROPOSED GOB SECOND NATIONAL DEVELOPMENT PLAN PRESENTS USUAL QUANTITATIVE DEVELOPMENT TARGETS (REFTEL) AND BROAD PROGRAM OF SOCIAL-ECONOMIC GOALS FOR 1975-1979 PERIOD. PLAN SETS FORTH AN OVERALL 10 PERCENT ANNUAL GROWTH TARGET WITH COMMENSURATE SUB-TARGETS, SUCH AS 20 PERCENT ANNUAL INCREASE IN EXPORTS AND 7 PERCENT IN AGRICULTURAL OUTPUT. PLAN COVERS GENERAL POLICIES AND OBJECTIVES ON A SECTORAL BASIS BUT DOES NOT GO INTO DETAILS OF IMPLEMENTATION OR OPERATIONAL PROGRAMMING. IN COVERING STATEMENT, GEISEL RECOGNIZED THE DIFFICULTIES OF SUSTAINING HIGH GROWTH AND CAUTIONED AGAINST "EXAGGERATED OPTIMISM" IN EXPECTATIONS. INDICATIONS ARE THAT MAIN THRUST OF GEISEL ADMINISTRATION'S DEVELOPMENT PROGRAM WILL BE CONSOOLIDATION OF PAST ECONOMIC GROWTH, CORRECTION OF LAGS IN AGRICULTURAL SECTOR, SAFEGUARDING EXTERNAL POSITION AND INCREASED EFFORTS TO OVERCOME EXISTING SOCIAL AND ECONOMIC DISPARITIES, LIMITED OFFICIAL USE

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ALTHOUGH LATTER WILL BE PURSUED THROUGH IMPROVED

EFFICIENCY AND SHIFTING OF PROGRAMS RATHER THAN ANY MAJOR DEPARTURE FROM THE PAST. END SUMMARY.

2. THIS REPORT SUMMARIZES THE PRINCIPAL FIVE YEAR GROWTH TARGETS AND PROGRAMS OF BRAZIL'S PARTIALLY INDICATIVE SECOND NATIONAL DEVELOPMENT PLAN FOR 1975-79 THAT WAS ANNOUNCED BY PRESIDENT GEISEL ON SEPTEMBER 10 AND SENT TO THE BRAZILIAN CONGRESS FOR RATIFICATION. IN HIS COVERING STATEMENT GEISEL SET FORTH THE POLICY DIRECTIVES AND PRIORITIES THAT WILL GOVERN THE DEVELOPMENT PROGRAM OF HIS ADMINISTRATION.

3. GEISEL LAUDED THE STRENGTH OF THE BRAZILIAN ECONOMY, BUT EMPHASIZED THE OBSTACLES THAT WILL FACE BRAZIL DURING THE REMAINDER OF THE 1970'S. HE EXPLAINED THESE DIFFICULTIES BY CITING SEVERAL CRISES THAT ARE "ASSAULTING" THE WORLD ECONOMIC ORDER: THE CRISIS IN THE INTERNATIONAL MONETARY SYSTEM, THE ENERGY CRISIS, THE CRISIS OF RAW MATERIAL SHORTAGES, THE CRISIS OF WORLD INFLATION, AND THE CRISIS OF DETERIORATING BALANCES IN FOREIGN TRADE AND PAYMENTS. GEISEL CONTINUED THAT EXAGGERATED OPTIMISM CANNOT EXIST IN A WORLD WHERE ECONOMIC FORECASTS RANGE FROM STAGNATION TO COMPLETE DEPRESSION, BUT ADDED THAT DEEP PESSIMISM WAS SELF-DEFEATING AND NOT WARRANTED FOR BRAZIL. BRAZIL COULD CONTINUE TO GROW AT RATES COMPARABLE TO THOSE OF THE PAST FIVE YEARS. WITH SUCH GROWTH, BRAZIL WILL CONTINUE TO PRESENT A STABLE AND ORDERED CLIMATE FOR EXTERNAL CAPITAL. "IT WILL BE A SAFE AND WELCOMING HARBOR DURING A TIME OF UNCERTAINTY."

4. GEISEL ADMITTED THAT BRAZIL WILL HAVE TO ADJUST TO THE CHANGING ECONOMIC SITUATION. HE STATED THAT THE NATIONAL ECONOMY WILL AND HAS ALREADY BEGUN TO ADJUST AND WITHOUT TRAUMATIC SHOCKS. GEISEL INDICATED THAT THROUGH BRAZIL'S VARIOUS INCENTIVE PROGRAMS, IT WILL INCREASINGLY CONSOLIDATE DOMESTIC PRODUCTION AND WILL EXPAND INTO NEW SECTORS SUCH AS NON-FERROUS METALS, FERTILIZERS, UNTAPPED ENERGY SOURCES, AS WELL AS PRESENTLY LACKING CAPITAL GOODS. HE SAID THAT GROWTH WILL BE ASSISTED BY THE PRESENT REALISTIC IMPORT SUBSTITUTION POLICY, THE INTERNAL AVAILABILITY OF NATURAL RESOURCES AND THE NEW INTERNATIONAL COST STRUCTURE WHICH WILL RAISE THE COMPETITIVENESS OF BRAZILIAN PRODUCTS. PRESIDENT GEISEL ALSO EMPHASIZED THAT BRAZIL WILL LIMITED OFFICIAL USE

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NOT MISS ANY OPPORTUNITIES TO OPEN NEW EXPORT MARKETS, EVEN "IF A DOMESTIC SACRIFICE IS REQUIRED." HE SAID BRAZIL WILL BETTER DISCIPLINE IMPORTS IN ORDER TO READJUST ITS BALANCE OF PAYMENTS TO MORE CONFORTABLE LEVELS, CONTROL EXTERNAL DEBT, AND MAINTAIN HIGH FOREIGN EXCHANGE RESERVES. THESE, HE ADDED, ARE THE VARIABLES THAT ARE ESSENTIAL TO ATTRACT FOREIGN INVESTMENT, WHICH IS A CRITICAL ELEMENT IN THE DYNAMISM OF A GROWING BRAZILIAN ECONOMY

AS WELL AS THE QUICKEST MEANS TO BETTERING STANDARDS OF LIVING.

5. WITH REFERENCE TO THE NORTHEAST, THE AMAZON AND THE CENTRAL PLATEAU REGIONS OF BRAZIL, GEISEL NOTED THAT PROGRAMS TO DEVELOP THESE REGIONS HAVE BEEN UNDER PREPARATION FOR SOME YEARS. NOW, HE SAID, IT IS POSSIBLE, THROUGH INTEGRATED ACTION, TO COMBINE GOVERNMENT, PRIVATE COMPANIES, AND WORKERS WITH APPROPRIATE TECHNOLOGICAL TOOLS AND FINANCIAL RESOURCES IN ORDER TO DRIVE FORWARD THE NEW DEVELOPMENT PROGRAMS AND PROJECTS INCLUDED IN THE SECOND DEVELOPMENT PLAN. ON OTHER ASPECTS OF HIS DEVELOPMENT STRATEGY, GEISEL INDICATED THAT BRAZIL WILL CONTINUE TO CONSTRUCT A MODERN COMMUNITY BASED ON MORE TECHNOLOGICALLY ADVANCED OR ECONOMICALLY EFFICIENT ACTIVITIES IN INDUSTRY AND/OR AGRICULTURE, THROUGH URBAN DEVELOPMENT EMPHASIZING "HUMANIZATION" OF THE CITIES, BY OBJECTIVELY FACING "THE EVIDENT DISTRIBUTION OF INCOME DISPARITIES", AND BY CONTINUOUS IMPROVEMENT IN PUBLIC SOCIAL SERVICES. GEISEL SUMMARIZES BY STATING THAT, WITH A MINIMUM OF NORMALCY IN THE INTERNATIONAL SITUATION, BRAZIL WOULD END THE DECADE WITH THE DIMENSIONS OF AN EMERGING WORLD POWER AND A SOCIAL STRUCTURE SUBSTANTIALLY IMPROVED.

6. THE DEVELOPMENT PLAN ITSELF IS ESSENTIALLY A STRATEGY STATEMENT OF GOALS AND PRIORITIES WITH SECTORAL AND INDUSTRY GROWTH PROJECTIONS TO THE END OF THE DECADE. RESOURCE ALLOCATIONS ARE PRESENTED AS TOTAL AMOUNTS FOR THE FIVE YEAR PERIOD TO AGGAIN THE GOALS AND OBJECTIVES ESTABLISHED. THE PLAN'S CENTRAL PRIORITY IS TO MAINTAIN THROUGHOUT THE PERIOD A REAL GROWTH RATE "ON THE ORDER OF" 10 PERCENT, THEREBY REACHKNG GDP OF \$100 BILLION BY 1977 AND EXCEEDING PER CAPITA INCOME OF \$1,000 IN 1979. AS IN PRESIDENT GEISEL'S STATEMENT, THE PLAN RECOGNIZES OBSTACLES -- MAINLY, CAPACITY LIMITS IN THE INDUSTRIAL SECTOR, ENERGY CRISIS, RAW MATERIALS SHORTAGES AND BALANCE OF PAYMENTS LIMITED OFFICIAL USE

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PRESSURES. THE MAIN ELEMENTS OF THE PLAN CAN BE SUMMARIZED AS FOLLOWS:

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A. ADJUST BRAZIL'S ECONOMY TO A SITUATION OF PETROLEUM SHORT-AGES AND TO A NEW STAGE OF INDUSTRIAL DEVELOPMENT. INDUSTRIAL STRATEGY, AIMED AT 12 PERCENT ANNUAL GROWTH, WILL EMPHASIZE CAPITAL EQUIPMENT, ELECTRONICS, STEEL, NON-FERROUS METALS, PETRO-CHEMICALS, FERTILIZERS AND OTHER AGRICULTURA AND INDUSTRIAL RAW

MATERIALS. AGRICULTURE, WITH AN OVERALL ANNUAL GROWTH TARGET OF 7 PERCENT, WILL HAVE AN ENHANCED ROLE IN ORDER TO REALIZE BRAZIL'S POTENTIAL AS A WORLD SUPPLIER OF FOOD AND AGRICULTURAL PRODUCTS.

B. CONSOLIDATE THE COMPETITIVENESS AND TECHNOLOGICAL ADVANCEMENT OF INDUSTRY, ACCELERATE IMPORT SUBSTITUTION IN BASIC INDUSTRIES, INCREASE EXPORTS OF MANUFACTURES, STRENGTHEN THE NATIONAL PRIVATE SECTOR, AND COMBAT INDUSTRIAL POLLUTION IN METROPOLITAN AREAS. THE PLAN DEVOTES SEVERAL PAGES TO EXPLAINING THE GOVERNMENT'S COMMITMENT TO A MARKET ECONOMY BASED ON PRIVATE INITIATIVE AND STATES THE INTENTION TO MAINTAIN EQUILIBRIUM BETWEEN THE PUBLIC AND PRIVATE SECTORS, AS WELL AS BETWEEN NATIONAL COMPANIES AND FOREIGN. AS PART OF THE PROGRAM TO STRENGTHEN THE PRIVATE SECTOR, THE PLAN DISCUSSES THE FORMATION OF NATIONAL "CONGLOMERATES."

C. ENERGY POLICY - THE DECISIVE ELEMENT IN THE NATIONAL STRATEGY.

OVER THE NEXT FIVE YEARS, BRAZIL WILL MOUNT A MAJOR EFFORT

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TOWARD THE LONG RANGE GOAL OF SUPPLYING ALL ESSENTIAL ENERGY NEEDS INTERNALLY -- A MASSIVE PROGRAM OF OIL EXPLORATION AND PRODUCTION, DEVELOPMENT BY PETROBRAS OF SHALE OIL PRODUCTION WITH POSSIBILITY OF JOINT VENTURES, MINIMIZING OIL CONSUMPTION, CREATION OF MASS TRANSIT SYSTEMS, RAILROAD ELECTRIFICATION, EMPHASIS ON INDUSTRIAL PROCESSES USING ELECTRIC ENERGY, AND EXPANDED RESEARCH ON NEW ENERGY SOURCES, INCLUDING HYDROGEN

AND SOLAR.

D. SCIENCE AND TECHNOLOGY - EXECUTION OF THE BASIC PLAN FOR SCIENTIFIC AND TECHNOLOGICAL DEVELOPMENT (SEE RIO DE JANEIRO A-218 OF DECEMBER 18, 1973) AND IMPROVEMENT OF POST-GRADUATE STUDIES.

E. NATIONAL INTEGRATION - IN THE NORTHEAST EXISTING FEDERAL PROGRAMS WILL SUPPLY INCREASED RESOURCES TO EXPAND THE PETRO-CHEMICAL COMPLEX IN BAHIA, ESTABLISH NEW PRODUCTION CENTERS FOR FERTILIZERS, MACHINERY, AND NON-FERROUS METALS, ENCOURAGE THE GROWING OF COMMERCIAL, PARTICULARLY EXPORT, CROPS, AND CONTINUE EFFORTS TO IMPROVE AGRICULTURE IN THE SEMI-ARID AREAS. DEVELOPMENT OF THE AMAZON WILL PLACE NEW EMPHASIS ON LARGE-SCALE COMMERCIAL OPERATIONS IN AGRICULTURE AND MINING AND WILL INTRODUCE A PROGRAM FOR RATIONAL USE AND PRESERVATION OF FOREST RESOURCES.

F. SOCIAL DEVELOPMENT - TO IMPROVE REAL INCOMES OF WORKING AND MIDDLE CLASSES AND REDUCE THE LEVEL OF ABSOLUTE POVERTY, POLICIES TO PERMIT CREATION OF A MASS CONSUMPTION MARKET, ATTAINING A RATE OF INCREASE IN EMPLOYMENT OF 3.5 PERCENT PER YEAR, EMPHASIS ON EDUCATION, PROFESSIONAL TRAINING, HEALTH AND MEDICAL CARE, SANITATION AND NUTRITION, AND CONTINUED RELIANCE ON MANDATORY SAVINGS PROGRAMS FOR WORKERS AND EMPLOYEES.

G. EXTERNAL POLICY - "INTEGRATION WITH THE WORLD ECONOMY" -- INCREASED EXPORTS OF MANUFACTURES AND NON-TRADITIONAL PRIMARY AND AGRICULTURAL PRODUCTS, OVERALL ANNUAL EXPORT GROWTH OF 20 PERCENT, MAINTAIN THE SYSTEM OF FISCAL INCENTIVES FOR EXPORTS, STABILIZE THE BALANCE OF PAYMENTS DEFICIT ON CURRENT ACCOUNT, ACCELERATE IMPORT SUBSTITUTION OF MACHINERY AND EQUIPMENT, CONTINUE AN EXCHANGE RATE POLICY BASED ON MINI-DEVALUATIONS, AND DIVERSIFY EXPORT MARKETS AS WELL AS SOURCES OF EXTERNAL FINANCING AND FOREIGN DIRECT INVESTMENT.

7. COMMENT - THIS SECOND PLAN CLEARLY MAPS THE SHIFT IN GOVERNMENT PRIORITIES WHICH HAD BECOME EVIDENT UNDER THE GEISEL LIMITED OFFICIAL USE

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GOVERNMENT. THE CHANGE CAN BEST BE DESCRIBED AS ONE GOING FROM AN ACCELERATED GROWTH OF THE MOST DYNAMIC SECTORS TO A BALANCED AND, HOPEFULLY, ACCELERATED GROWTH OF THE OVERALL ECONOMY. GONE IS THE EMPHASIS ON THE DEVELOPMENT OF A FEW DYNAMIC INDUSTRIES, SUCH AS AUTOMOBILES AND CONSUMER DURABLES, AS THE GROWTH ENGINES OF THE ECONOMY. NEW EMPHASIS IS GIVEN TO THE DEVELOPMENT OF AGRICULTURE, THE CAPITAL GOODS INDUSTRY, REEMPHASIZED IMPORT SUBSTITUTION AND TO RAIL AND WATER TRANSPORT OVER HIGHWAY CONSTRUCTION. MUCH OF THE SHIFTING HAS BEEN NECESSITATED BY THE PETROLEUM CRISIS AND A BEARISH OUTLOOK ON THE WORLD ECONOMY -- ELIMINATION OF WEAK SPOTS IN THE DOMESTIC ECONOMY, NEW ATTENTION TOWARD STIMULATING INTERNAL CONSUMPTION, AND MEASURES TO SAFEGUARD THE COUNTRY'S EXTERNAL POSITION. HOWEVER, ONE MAJOR ELEMENT OF PAST

DEVELOPMENT POLICIES -- EXPORT EXPANSION -- REMAINS A CENTRAL AND EVEN MORE CRITICAL PRIORITY. EXPORTS WILL BE ONE SECTOR WHERE THE 1975-79 PLAN WILL START WITH A LAG SINCE 1974 EXPORTS WILL BE AT LEAST \$500 MILLION BELOW THE \$8 BILLION PROJECTED IN THE PLAN. HOWEVER, 20 PERCENT EXPORT GROWTH, GIVEN REASONABLY NORMAL CONDITIONS, IS REALISTIC FOR BRAZIL. EVEN WITH SOME DECLINE IN WORLD COMMODITY PRICES, INCREASED OUTPUT OVER THE NEXT COUPLE OF YEARS FOR IMPORTANT PRODUCTS SUCH AS COFFEE, SOYBEANS, IRON ORE AND SUGAR, COULD MAINTAIN EXPORT EARNINGS. BOTH IN THE PLAN DOCUMENT AND IN RECENT STATEMENTS BY GOB OFFICIALS, THE GOVERNMENT HAS SOUGHT TO DISPELL ANY MISGIVINGS OVER BALANCE OF PAYMENTS OR INVESTMENT POLICIES. PLANNING MINISTER REIS VELLOSO HAS STATED THAT THE GOB HAD NO INTENTION OF "COMMITTING ANY IRRATIONALITY" WITH RESPECT TO IMPORT POLICY AND, THEREBY, GIVE OTHER COUNTRIES AN EXCUSE TO IMPOSE RETALIATORY RESTRICTIONS. VARIOUS PRONOUNCEMENTS HAVE STRESSED THE IMPORTANT ROLE OF FOREIGN DIRECT INVESTMENT IN THE DEVELOPMENT STRATEGY, ALTHOUGH FOREIGN COMPANIES WILL ENCOUNTER GREATER SELECTIVITY AND A DESIRE TO MINIMIZE

DEPENDENCE ON FOREIGN TECHNOLOGY.

8. ON THE SOCIAL SIDE, THE GEISEL PROGRAM OFFERS NOTHIN NEW. PRIORITY AREAS, SUCH AS MEDICAL ASSISTANCE, URBAN CONGESTION AND POLLUTION, AND JOB TRAINING, ARE MANDATORY BECAUSE OF THE VAST DEFICIENCIES NOW PREVAILING. IMPROVED INCOME DISTRIBUTION WILL BE PURSUED, POSSIBLY WITH MORE EFFECTIVENESS THAN IN THE PAST, BUT LIMITED OFFICIAL USE

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NOT TO THE DETRIMENT OF SUSTAINING A HIGH GROWTH RATE. ON DEVELOPMENT OF THE AMAZON, POLICIES NOW SEEM TO BE DIRECTED TOWARD ECONOMICALLY RATIONAL PROJECTS WITH LESS EMPHASIS ON MASSIVE HIGHWAY CONSTRUCTION AND THE LARGELY UNSUCCESSFUL COLONIZATION PROGRAMS.

9. THERE WAS NO ATTEMPT EITHER IN THE PLAN OR IN GEISEL'S SPEECH ACCOMPANYING IT TO DISGUISE THE DIFFICULTIES WHICH FACE BRAZIL DURING THE NEXT FIVE YEARS. BOTH RECOGNIZED THAT A 10 PERCENT ANNUAL GROWTH RATE, WHICH HAD TAKEN ON A CERTAIN MAGICAL QUALITY IN RECENT YEARS, WOULD BE DIFFICULT, IF NOT IMPOSSIBLE, TO ACHIEVE, GIVEN BRAZIL'S PRESENT INDUSTRIAL STRUCTURE. THIS ECONOMIC REALISM WAS PARTICULARLY APPARENT IN GEISEL'S SPEECH. WHILE THE PRESIDENT HAILED THE POTENTIALS FOR GROWTH AND PROGRESS OF THE BRAZILIAN ECONOMY, HE WAS ONLY CAUTIOUSLY OPTIMISTIC ABOUT THE FUTURE. HE WARNED AGAINST EXCESSIVE OPTIMISM, AND THE 10 PERCENT GROWTH TARGET HAS TO BE DESCRIBED AS THE "MOST FAVORABLE" PROJECTION. THERE ARE NO AUTHORITATIVE GROWTH PROJECTIONS FOR A "WORST POSSIBLE" SITUATION RESULTING FROM A MAJOR DISRUPTION IN WORLD TRADE AND A DRYING-UP OF FOREIGN CAPITAL; HOWEVER, VARIOUS GUESSES PUT THE FIGURE IN A RANGE FROM 4 TO 7 PERCENT. IN THE

TRADE-OFF BETWEEN GROWTH AND CONTROLLING INFLATION, THE GEISEL
ADMINISTRATION HAS OPTED FOR GROWTH SINCE THROUGH MONETARY COR-
REACTION AND MINI-DEVALUATIONS, BRAZIL HAS THE MECHANISMS FOR
NEUTRALIZING SOME OF THE DISRUPTIVE EFFECTS OF INFLATION. THE
SECOND DEVELOPMENT PLAN DESCRIBES PRICE POLICIES AS AIMING TO
CAONTAIN INFLATIONARY PRESSURES GRADUALLY WHILE BASED ON A
REALISTIC PRICE STRUCTURE. THERE IS NO MENTION OF SPECIFIC
TARGETS FOR THE COMING PERIOD. MONETARY AUTHORITIES WOULD
PROBABLY BE QUITE SATISFIED IF, IN 1975, THEY CAN BRING INFLA-
TION DOWN TO THE 20-25 PERCENT RANGE.
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